

Message Text

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FM AMEMBASSY ROME
TO SECSTATE WASHDC IMMEDIATE 1268
INFO AMCONSUL FLORENCE
AMEMBASSY BONN OOEWQ
AMCONSUL GENOA
AMEMBASSY LONDON
AMCONSUL MILAN
AMCONSUL PALERMO
AMEMBASSY PARIS
USCINCEUR VAIHINGEN, ERMANY
USDOCOSOUTH
USM SSION USNATO
AMCONSUL NAPLES

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C O R R E C T E D C O P Y (TEXT)

EO 11652: NA
TAGS: PINT, IT
SUBJECT: ANDREOTTI NAMES NEW CABINET

SUMMARY: ON MARCH 11, PRIME MINISTER ANDREOTTI PRESENTED
HIS NEW CABINET TO PRESIDENT LEONE, ENDING THE 54-DAY
GOVERNMENT CRISIS. THE NEW GOVERNMENT REFLECTS SURPRISINGLY
LITTLE CHANGE (ONLY TWO NEW MINISTERS) AND CONVEYS AN
IMPRESSION OF CONTINUITY TO THE PUBLIC AND ITALY'S
FOREIGN PARTNERS. FORLANI, COSSIGA AND RUFFINI ARE
RETAINED AS MINISTERS OF FOREIGN AFFAIRS, INTERNAL AFFAIRS,
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AND DEFENSE. ANDREOTTI DID NOT EXPERIMENT WITH THE IDEA
OF TECHNICIAN-MINISTERS (FAVORED BY THE LEFT). THE
NEW MINISTERS WILL BE SWORN IN ON MARCH 13. ANDREOTTI
WILL ANNOUNCE HIS SELECTION OF UNDERSECRETARIES ON
MARCH 15. THEN ON MARCH 16, HE IS EXPECTED TO PRESENT
HIS GOVERNMENT AND PROGRAM TO PARLIAMENT. END SUMMARY

1. THE NEW GOVERNMENT: ANNOUNCED ON MARCH 11, ANDREOTTI'S FOURTH GOVERNMENT WILL BE SWORN IN ON MARCH 13. IT IS BASICALLY A NEW EDITION OF THE LAST GOVERNMENT. OF THE TWENTY MINISTERIAL POSITIONS, TEN ARE UNCHANGED; TWO ARE NEW; AND EIGHT HAVE SWITCHED PORTFOLIOS. EVEN THE TWO NEW MINISTERS (SCOTTI AND PASTORINO) SERVED IN THE LAST GOVERNMENT AS UNDERSECRETARIES. THE NEW GOVERNMENT IS AS FOLLOWS (FORMER INCUMBENTS ARE INDICATED IN PARENTHESES):

PRIME MINISTER	GIULIO ANDREOTTI
FOREIGN AFFAIRS	ARNALDO FORLANI
INTERNAL AFFAIRS	FRANCESCO COSSIGA
JUSTICE	FRANCESCO BONIFACIO
DEFENSE	ATTILIO RUFFINI
BUDGET	TOMMASO MORLINO
FINANCE	FRANCO MALFATTI (PANDOLFI)
TREASURY	FILIPPO PANDOLFI (STAMMATI)
EDUCATION	MARIO PEDINI (MALFATTI)
PUBLIC WORKS	GAETANO STAMMATI (GULLOTTI)
AGRICULTURE	GIOVANNI MARCORA
TRANSPORTATION AND	
MERCHANT MARINE	VITTORINO COLOMBO (LATTANZIO)
INDUSTRY	CARLO DONAT CATTIN
POSTS	ANTONINO GULLOTTI (V. COLOMBO)
STATE HOLDINGS	ANTONIO BISAGLIA
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LABOR	VINCENZO SCOTTI (ANSELM)
FOREIGN TRADE	RINALDO OSSOLA
HEALTH	TINA ANSELM (DAL FALCO)
TOURISM AND ENTERTAINMENT	CARLO PASTORINO (ANTONIOZZI)
CULTURE, ENVIRONMENT AND	
SCIENCE	DARIO ANTONIOZZI (PEDINI)
PROBLEMS OF THE SOUTH	CIRIACO DE MITA

2. ABSENCE OF SIGNIFICANT CHANGES: IN VIEW OF THE PERSISTENT DEMANDS OF THE COMMUNISTS AND LEFT PARTIES FOR A VISIBLE CHANGE IN THE NEW GOVERNMENT, THE VERY LACK OF CHANGE IN THE COMPOSITION OF ANDREOTTI'S NEW CABINET IS STRIKING. IT CONTINUES TO BE AN ALL-DC GOVERNMENT. IT CONTAINS NO NEW TECHNICIAN MINISTERS (AS HAD BEEN WIDELY ANTICIPATED) WHO WOULD SERVE AS STAND-INS FOR THE LEFT PARTIES. FOREIGN TRADE MINISTER OSSOLA (DC) REMAINS THE ONLY TECHNICIAN MINISTER. IN RESISTING PRESSURES FOR THE NOMINATION OF TECHNICIAN-MINISTERS, ANDREOTTI WAS EVIDENTLY HELPED BY STRONG PRESSURES FROM THE SMALL SOCIAL-DEMOCRAT PARTY AGAINST THE IDEA.

3. THE IMPRESSION OF CONTINUITY IS REINFORCED BY THE VIRTUAL ABSENCE OF ANY CHANGE IN THE CABINET'S KEY MINISTRIES. THUS, FORLANI, COSSIGA AND RUFFINI REMAIN IN FOREIGN AFFAIRS, INTERNAL AFFAIRS AND DEFENSE. FROM THE POINT OF VIEW OF THE INTERNATIONAL COMMUNITY, ITALY'S PARTNERS WILL BE DEALING WITH PRETTY MUCH THE SAME FACES. EVEN IN THE ECONOMIC MINISTRIES WHICH UNDERWENT SOME SHUFFLING, THE NEW MINISTERS (MALFATTI IN FINANCE AND PANDOLFI IN TREASURY) ARE NOT UNKNOWN TO THE FOREIGN COMMUNITY. MALFATTI WAS PRESIDENT OF THE EC COMMISSION WHICH NEGOTIATED UK ENTRY AND THE MONETARY UNION; PANDOLFI HAS MERELY MOVED OVER FROM THE FINANCE SLOT.

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4. FACTIONAL BALANCE RETAINED: ANDREOTTI'S NEW CABINET ALSO PRESERVES THE SAME FACTIONAL BALANCE, SO IMPORTANT FOR DC PARTY HARMONY AND UNITY. DISCREDITED BY LAST SUMMER'S KAPPLER CASE, IT WAS NOT SURPRISING TO SEE LATTANZIO DROPPED; FACTIONALLY, HE IS REPLACED BY THE NEW MINISTER OF LABOR, SCOTTI,

WHO IS ALSO AN ANDRREOTTIANO. PASTORINO (A FANFANIANO) REPLACES DAL FALCO (A DOROTEO), BUT IT IS ARGUED THAT THE FANFANIANI LOST A POSITION WHEN MERCHANT MARINE WAS AMALGAMATED WITH TRANSPORT LAST YEAR WHEN MINISTER FABBRI DIED.

5. LITTLE EVIDENCE OF POLITICAL CONDITIONING: WHILE LIMITED OFFICIAL USE

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THE NEW GOVERNMENT LIST APPEARS SURPRISINGLY UNCONDITIONED BY THE NEW POLITICAL FORMULA (PCI PARTICIPATION IN A "PROGRAMMATIC-PARLIAMENTARY" MAJORITY), AT LEAST TWO OF THE MINISTERIAL SHIFTS APPEAR TO HAVE BEEN AT LEAST STIMULATED BY LEFT-PARTY PRESSURES. TINA ANSELM, WHO MOVES FROM LABOR TO HEALTH, BORE THE BRUNT OF THE POLITICAL BLAME FOR THE FAILURE OF THE GOVERNMENT'S YOUTH EMPLOYMENT LAW. IN ADDITION, HER TOUGH-MINDED APPROACH DID NOT ENDEAR HER TO THE PCI-DOMINATED UNIONS WHO MADE NO SECRET OF THEIR DESIRE TO REMOVE HER AS MINISTER OF LABOR. VITTORINO COLOMBO (AN OUTSPOKENLY ANTI-COMMUNIST FORZE NUOVE EXPONENT) ALSO RAN AFOUL OF THE LEFT FOR HIS STRONG SUPPORT OF PRIVATE TELEVISION IN OPPOSITION TO THE INCREASINGLY PCI-DOMINATED STATE-OWNED RAI. HE WAS REPLACED AS MINISTER OF POSTS BY GULLOTTI, A MACHINE POLITICIAN WHO IS MORE LIKELY TO BE PRONE TO POLITICAL SHARING OF THE SPOILS. OTHER BUGABOOS OF THE LEFT, HOWEVER, REMAINED UNSCATHED (SUCH AS DONAT CATTIN IN INDUSTRY). FINALLY, SOME MINISTERS SUCH AS BONIFACIO AT JUSTICE (WHERE HE HAS BEEN UNIVERSALLY CRITICIZED) APPEAR TO HAVE BEEN RETAINED ONLY TO REINFORCE THE IMPRESSION OF NO CHANGE.

6. WE WILL BE ABLE TO TELL MORE ABOUT THE COMPLETION OF THE NEW GOVERNMENT ON MARCH 15 WHEN ANDREOTTI WILL ANNOUNCE HIS SELECTIONS OF UNDERSECRETARIES. THESE WILL BE CHOSEN FROM A LIST OF CANDIDATES PROVIDED BY THE DC SENATE AND CHAMBER GROUPS FOLLOWING A VOTING. IN ACCORDANCE WITH DC REGULATIONS, ELIGIBLE CANDIDATES MUST BE AT LEAST ON THEIR SECOND TERM AND NOT HAVE SERVED CURRENTLY AS UNDERSECRETARIES FOR PERIODS EXCEEDING FIVE CONSECUTIVE YEARS.

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7. SCHEDULE FOR PARLIAMENTARY PRESENTATION AND DEBATE:

CURRENT PLANS CALL FOR ANDREOTTI TO PRESENT HIS NEW GOVERNMENT AND PROGRAM TO PARLIAMENT ON THE MORNING OF MARCH 16, FIRST IN THE CHAMBER AND THEN IN THE SENATE. THE CHAMBER WOULD BEGIN DEBATE IMMEDIATELY, POSSIBLY FINISHING BY MARCH 18. THE SENATE DEBATE WOULD THEN TAKE PLACE THE BEGINNING OF THE WEEK OF MARCH 20, ENABLING THE PARLIAMENTARIANS TO GO OFF ON THEIR EASTER RECESS.

8. COMMENT: THE LACK OF SIGNIFICANT CHANGE IN THE ANDREOTTI CABINET APPEARS TO HAVE BEEN DELIBERATELY CONCEIVED BY THE DC IN ORDER TO DE-EMPHASIZE THE POLITICAL CONCESSION GRANTED TO THE PCI IN FORMING A GOVERNMENT WITH COMMUNIST PARTICIPATION IN THE "PROGRAMMATIC-PARLIAMENTARY MAJORITY." THE PUBLIC CAN HARDLY BE BLAMED SHOULD IT FIND IT DIFFICULT TO APPRECIATE WHAT THE 54-DAY GOVERNMENT CRISIS WAS ALL ABOUT. THE DC WILL DOUBTLESS SEEK TO DEMONSTRATE THAT THE NEW GOVERNMENT REPRESENTS NO RADICAL CHANGE, NO REAL "FORWARD STEP". THE COMMUNISTS MUST ARGUE TO THE CONTRARY. INITIAL PCI REACTION TO THE ANDREOTTI CABINET LIST, HOWEVER, INDICATES THAT THE COMMUNISTS ARE NOT ENTHUSIASTIC BY THE LACK OF "VISIBLE" CHANGE. THE MARCH 13 EDITION OF L'UNITA THUS CRITICIZES THE DC FOR "ONCE AGAIN DEMONSTRATING ITS INABILITY TO OVERCOME FACTIONAL-PARTY POLITICS, AND THE PRESSURES AND PROTESTS OF GROUPS." GARDNER

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